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ABSTRACT

A study was conducted to: (1) ascertain the characteristics, attitudes and activities of public community college trustees; (2) describe the process by which institutional change occurs at these colleges; and (3) examine the interaction or involvement of trustees with the process of change. A two-phase questionnaire was designed; phase I was used to collect data from 239 presidents of two-year institutions, and phase II was used to collect data from 296 trustees. Findings included the following: (1) explosive or rapid growth in enrollment over the last three years was reported by nearly 40 percent of the presidents; (2) community college boards are smaller than those governing most four-year colleges and universities; (3) nearly 60 percent of community college trustees are elected, most by direct popular vote; (4) trustee meetings at which action is taken are open to the public at 93.3 percent of the institutions; (5) in community colleges, the "unified control" model of board-administration relationships predominates; (6) about 40 percent have a system of institutional governance involving faculty, student, administrative and staff groups; (7) trustees appear to understand and support the concepts of universal higher education and open admissions; and (8) trustees believe that public two-year colleges should be governed as part of the higher education system rather than as part of the public school system. Copies of the questionnaire are appended. (KM)

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ED 073755

A STUDY OF THE COMMUNITY COLLEGE BOARD OF TRUSTEES AND THE PROCESS OF INSTITUTIONAL CHANGE

Conducted by the
Department of Administration and Supervision
Graduate School of Education
Rutgers University
The State University of New Jersey
New Brunswick, N. J. 08903

DEC 1972

in cooperation with:

The American Association of Junior Colleges
and
The Association of Governing Boards

Principal Investigator: Peter K. Mills

JC 730 062

Background, Purpose and Data Collection

The purpose of this study was threefold: to ascertain the characteristics, attitudes and activities of public community college trustees; to describe the process by which institutional change occurs at these colleges; and to examine the interaction or involvement of trustees with the process or processes of change. Accepted as given was the fact that widespread desire for change in higher education had been manifested by many individuals and groups, both within and without institutions.

A review of the relevant literature revealed that there had been several recent studies of trustee characteristics, but none directed specifically toward the nation's community colleges or linking research on trustees with institutional change.

Consequently, a two-phase instrument was designed, with phase I intended for public two-year college presidents and phase II for trustees. The 1970 Directory of the American Association of Junior

Colleges established that there were 794 public two-year institutions in operation. Very quickly, it became obvious that not all of these institutions were governed directly by boards of trustees. Some were extensions of the local public school system, others were controlled by a single statewide board or by university regents. A group of 455 colleges which had local governing boards of trustees was accepted as the institutional population for the purposes of the study. Presidents at all 455 institutions were surveyed (with phase I questionnaire) and trustee names and addresses requested. A sample was created of approximately one-third of the trustees on each institutional mailing list. The phase II questionnaire was directed to them. Two hundred and thirty-nine presidents responded (52.5 per cent) and 296 trustees (55.8 per cent) returned their questionnaires.

Findings are summarized by category below. However, they are consecutively numbered for identification and ease of referral.

Summary of Findings Regarding the Characteristics of Institutions and Boards

1. The community college is a twentieth century institution. More than half have been founded since 1960.
2. Community colleges are relatively small in enrollment. Sixty-one per cent have fewer than 2500 students.
3. In general, the colleges are supported financially from three

sources: student tuition or fees, local sponsor contributions and state aid, with the largest burden being borne by the state.

4. Explosive or rapid growth in enrollment over the last three years was reported by nearly forty per cent of the presidents. Over eighty per cent stated that their institution had grown at least moderately.

5. Community college boards are smaller than those governing most four year colleges and universities. The majority of boards have between seven and nine members, with the most frequent size set at seven. Mean board size is 7.62.

6. Nearly sixty per cent of community college trustees are elected to their position, most of these by direct popular vote. The remainder are appointed, with the state's governor playing an important role here. Most boards (83.3 per cent) place no limit on the number of terms a trustee may serve.

7. More than half of the boards which are elected directly by the people (nearly sixty per cent of the total) have the authority to levy taxes to provide local support for the college. Conversely, those which are appointed do not have this ability and must request funds and budget approval from the appointing authority.

8. Trustee meetings at which action is taken are open to the public at 93.3 per cent of the institutions. Three quarters of the

colleges reported that their board did not meet as a whole in restricted private sessions preliminary to public ones.

9. The agendas for public trustee meetings are widely distributed to the college administration in addition to board members. In approximately sixty-five per cent of the institutions, they are also distributed to the faculty leadership and to the press. In slightly less than one-half of the colleges does the student leadership receive agendas.

10. Since community college boards tend to be small, it follows that most operate as a committee of the whole rather than organize into a committee structure. Where there are committees, those for finance and facilities are most frequent. Only twenty-five per cent of those boards which do not discuss action items in preliminary restricted meetings of the whole, do conduct such discussions in committees.

11. Those boards which do operate in committees do not generally invite regular participation in discussions by anyone other than the president. In fact, in one quarter of the cases, the president is not a participant either. Faculty and student participation in trustee committee deliberations occurs at very few of the institutions which have trustee committees. Alumni and the general public are almost never involved.

12. In community colleges, the "unified control" model of board-administration relationships predominates. In only fifteen per cent of the colleges does anyone other than the president report directly to the board. The board maintains its own office on campus at only three per cent of the institutions.

13. Decisions arrived at during public trustee meetings are communicated to the members of the college community by a variety of means, the most frequent being the public press and campus newspaper. More than half of the colleges circulate minutes of the meetings on campus. Only one-third of the colleges make a special effort to distribute a summary of the meeting the next day.

14. Manuals, containing trustee policy statements, are available at approximately three-quarters of the institutions. These manuals are widely distributed to trustees, the administration and faculty. Less than half of the colleges distribute them to the student leadership.

15. At more than seventy-five per cent of the institutions formally adopted written policies exist on the subjects of Faculty Participation, Conduct and Discipline, Personnel Grievances and Academic Freedom. Sixty per cent of the colleges have statements on Student Participation, Obstruction and Disruption,

Use of Law Enforcement Authority, Controversial Issues, Student Rights and Student Publications. Fewer than half of the colleges reported policies on the Use of Firearms and Conflict of Interest.

Summary of Findings on Institutional Governance - Participation in the Change Process

16. Over eighty per cent of the colleges reported that they had some kind of formal process or structure.

17. Of these, about half explained that their system was composed of interrelated faculty, student, administrative and staff groups. Other structures reported in the order of decreasing frequency were: the "All College Senate," "Faculty Committee System," "Presidential Advisory Body," and "Faculty Meeting."

18. More than sixty-two per cent of institutions reported that this structure was newly created or modified within the past two years. The responsibility for initiating the structure or modification was ascribed to presidents (49.7 per cent) a joint committee (20.5 per cent), administrators (14.4 per cent) or the faculty leadership (12.8 per cent). Trustees or students, it was reported, did not offer much leadership in initiating a governance structure.

19. The faculty and administration were almost universally

represented in these governance systems, with students somewhat less so. Less than half of the colleges involve the non-professional staff. Very few involve alumni.

20. The data indicated that the concept behind the functioning of the governance system was routinely explained in writing to the faculty. Less than half of the colleges made any effort to communicate this to students. Very few institutions mounted special campaigns to educate the college community to the functioning of this change process.

21. The findings above demonstrate that trustees have had very little formal contact at meetings or committee deliberations with anyone but the administration. They also have experienced very little informal communication with students and faculty. Some informal contact was reported, by more than half of the institutions, at faculty social affairs, student social affairs and as a result of campus visits.

Summary of Findings Regarding Trustee Characteristics, Attitudes and Activities

22. The modal or typical community college trustee is: a Caucasian male; the holder of a bachelor's degree; a protestant over forty-five years of age; an executive, lawyer, doctor or small businessman who earns more than $20,000 a year; married with

children, a long-time community resident; a Republican and one who describes himself as a moderate who has served as a trustee for more than five years and has extensive other public service.

23. Trustees do not read the literature of higher education and are only familiar with those titles which have been summarized or widely reported in the popular press. Furthermore, their periodical readership is practically limited to "The Readers' Digest" and the national picture and news weeklies.

24. Community college trustees appeared to understand and strongly support the concepts of Universal Higher Education and the "Open Door" admissions policy for community colleges. They agreed that these colleges should, in general, be comprehensive institutions.

25. Trustees believed that public two-year colleges should be governed as a part of the state's system of higher education rather than be organizationally connected to the public schools, as a 13th and 14th grade. They felt that the governance model for community colleges should be the lay governing board elected or appointed at the local level. Trustees were badly split on the question of whether governing boards generally are "representative" of the communities they serve. However,

most trustees considered their own board to be representative.

26. Again, there were wide disagreements among trustees about whether trustees have been too aloof from other (non-administrative) members of the college community. On the other hand, most did not feel that the president should serve as the only channel of communication.

27. Trustees supported the principles of Academic Freedom and strongly expressed the conviction that their institutions should serve as a community cultural center. They stated overwhelmingly that teaching effectiveness, not research or publications, should be the prime concern of faculty. They seemed less convinced that the institution should be actively engaged in solving community social problems.

28. A majority of trustees opposed collective bargaining with the faculty. Trustees were generally uninformed about the Scranton Commission's recommendations regarding campus violence, but felt that modes of protest should be defined as legitimate or illegitimate and firm action taken against the latter.

29. Trustees generally identified with the views of Richard Nixon, Spiro Agnew, Ronald Reagan and Nelson Rockefeller. They expressed very negative feelings toward the views of George Wallace, Jerry Rubin and Eldridge Cleaver. The trustees tended

to identify more with Republicans and Conservatives and to reject the views of radicals on the right or left. Their opinions were more similar to "middle of the road" members of either party than they are to liberal Democrats.

30. Most trustees agreed that the membership of governing boards should be broadened, but did not feel that the way should be cleared to permit faculty members and students to serve. However, trustees supported increased trustee involvement with students and faculty, as long as the role of the president was not undermined. A majority of trustees expressed belief in increased participation by students and faculty in policy development.

31. Trustees encouraged innovation in instruction and more flexibility in the curriculum to meet individual needs. However, they were not sure that they wanted to disturb the traditional grading system.

32. They felt strongly that college facilities and administrative organization should be designed to enhance good human relations and that institutions should be more accountable for what they produce.

33. Trustees generally accepted the fact that their role and the president's role may have to be modified to accommodate

some of these desirable changes.

34. In regard to the relationship between their institution and state and local government, most trustees expressed satisfaction with the present model of governance (primarily control by a local lay board). They were split on the question of whether financing is adequate, with slightly more favoring additional financial support, primarily from the state. Recent changes in this governance relationship were viewed positively two to one.

35. Trustees overwhelmingly agreed with a definition of educational leader as change agent, but twenty per cent fewer of them felt that educational leadership was an accepted function of the two-year college presidency. They strongly agreed that it should be so.

36. In supporting the concept of president as educational leader, trustees stated that they were willing to:

- support the president's delegation of fiscal management to another administrator,
- encourage experimentation and tolerate occasional failure.

They further agreed that budget and facility requests should be related to improved learning and that they should hold the president accountable for establishing participation in recommending and evaluating educational change.

37. The data reveal that more than half of the trustees report spending eleven hours per month on trustee activities. Twenty per cent devoted more than twenty-one hours on this. Trustees tended to allocate more of their time on matters of finance and facilities and gave least attention to student life.

38. Slightly more than thirty per cent of the trustees reported that they had been significantly involved in what several writers have regarded as a major trustee function: "determining or reassessing institutional purpose."

39. Only seventeen per cent of trustees responded that they were involved with their board in "protecting the institution" from unwarrented attacks from within or without.

40. Eighty-one trustees (27.4 per cent) reported that their board had served as a "court of last resort" to resolve personnel grievances which could not be redressed through administrative channels.

Summary of Findings Regarding Confrontations Experienced at Community Colleges and President's Expectation of Changes in Governance

41. Responses to the survey demonstrate that community colleges did not experience much confrontation during the period of September 1969 - June of 1971. Only thirty-four colleges (14.2

per cent) reported examples of this kind of activity.

42. Only thirty-eight presidents (15.9 per cent) wrote that they expected significant changes to occur in the governance of their institution. The most frequently reported anticipated change involved collective bargaining. Next in frequency was the expectation of increased participation, particularly by students.

COMMUNITY COLLEGE TRUSTEES AND THE PROCESS OF INSTITUTIONAL CHANGE

PHASE I - INSTITUTIONAL DATA

PRESIDENTS' QUESTIONAIRE

(office use only)

key	cont.	col.
cc	P	1
csc	I	2
ic	_____	3-5
do	_____	6-7
en	_____	8-12

Directions:

No special pen or pencil is required. Questions are grouped according to the method of answer. Please feel free to insert qualifying information or comments adjacent to the question, at the bottom of the page, or in the space provided at the back.

Section I - Short Answer Fill-In. Please insert the information requested in the space provided.

A. Name of Institution: _____

B. Name of the governing board, whether state, county, district or local:

_____

C. The authorized number of members for this board is: _____ (col. 13-14)

D. Percent share of operating budget revenues per full time equivalent student received from each source listed:

State	_____ %
Local (County/Community)	_____ %
Student Fees/Tuition	_____ %
Federal	_____ %
Other	_____ %
Total	100%

E. Fall, 1970 minority racial characteristics of student body in percent (estimate if necessary):

Afro-American	_____ %
Spanish Surnamed American	_____ %
American Indian	_____ %
Oriental American	_____ %
Foreign Student	_____ %
Other	_____ %

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Section II - Single Choice Selection. Please choose the one most accurate response from among those provided and place a check mark in the box at right which corresponds to the letter associated with the correct response.

1. Characterize institution's rate of growth in students and faculty over past three years: (col. 15)

   a. Explosive (100%+) b. Rapid (50%+) ☐a. ☐b.

   c. Moderate (10-49%) d. Relatively stable (0-9%) ☐c. ☐d.

2. The College is principally housed in facilities which are: (col. 16)

   a. Temporary, or b. Permanent ☐a. ☐b.

3. In these facilities, net assignable (instructionally related) square feet per F.T.E. student is: (col. 17)

   a. 29 or less b. 30 to 59 ☐a. ☐b.

   c. 60 to 89 d. 90 to 119 ☐c. ☐d.

   e. 120 or more ☐e.

4. Please indicate the present model of governance for your institution: (col. 18)

   a. UNIFIED SYSTEM OF CONTROL (under the responsibility of the local public school board of education). ☐a.
   b. DISTRICT PATTERN (under the responsibility of an independent and local board of trustees). ☐b.
   c. BRANCH OF STATE COLLEGE OR UNIVERSITY (under the responsibility of a board of trustees also serving one or more four-year institution(s). ☐c.
   d. STATE LEVEL ORGANIZATION (under the sole responsibility of a board of trustees at the state level). ☐d.
   e. Other (specify) _____ ☐e.

5. Does your governing board serve for more than one collegiate institution? (Multi-campus districts are defined as one institution.) (col. 19)

   a. Yes b. No ☐a. ☐b.

6. Does this board have taxing authority? (col. 20)

   a. Yes b. No ☐a. ☐b.

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7. If the College does not have a local governing board, does it have a local advisory board? (col. 21)

a. Yes b. No ☐a. ☐b.

c. Not applicable ☐c.

The following questions in this section deal with the governing board. Single choice selection, please.

8. Answer only one of two alternatives to this question.

Alternative one: Most or all members of the board are elected by: (col. 22)

a. Citizens of the sponsor district. ☐ a.

b. Elected representatives (officials) of the sponsor district. ☐ b.

c. Various constituencies for representation on a proportional basis. ☐ c.

☐ d.

Alternative two: Most or all members of the board are appointed by: ☐ e.

d. The Governor. ☐ f.

e. The county (district) government(s). ☐ g.

f. The municipal government(s). ☐ h.

g. Elected representatives (officials). ☐ i.

h. Two or more of the above.

i. Other (specify). _____

9. The number of terms trustees may serve is: (col. 23)

a. Limited b. Not limited ☐a. ☐b.

10. Board meetings at which action is taken are: (col. 24)

a. Open to the public b. Restricted ☐a. ☐b.

c. Closed to all but members ☐c.

11. Does the board regularly meet as a whole in private (restricted session) to discuss agenda items to be acted upon in public? (col. 25)

a. Yes b. No ☐a. ☐b.

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12. If the above answer is No, do the members meet in committees for this purpose? (col. 26)

a. Yes b. No ☐a. ☐b.

13. Does the board maintain an administrative office on campus, other than the president's? (col. 27)

a. Yes b. No ☐a. ☐b.

14. Do any administrative personnel, other than the president, report in the hierarchy directly to the board? (col. 28)

a. Yes b. No ☐a. ☐b.

15. Does an up-to-date, indexed board policy manual exist at your institution? (col. 29)

a. Yes b. No ☐a. ☐b.

<u>The following questions in this section pertain to the "participation mechanism" or institutional governance system.</u>
<u>(Single choice selection, only.)</u>

16. Does your college employ an institutional governance structure to provide for participation in decision-making: (col. 30)

a. Yes b. No ☐a. ☐b.

(If your answer is No, skip to Section III, question 22.)

17. Specify the type of governance structure: (col. 31)

a. All College Senate b. Faculty Committee System ☐a. ☐b.

c. Presidential Advisory Body d. Faculty Meeting ☐c. ☐d.

e. Interrelated faculty, student, administrative and staff groups f. Other (specify below:) ☐e. ☐f.

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18. How recently has this governance structure been adopted or substantially modified? (col. 32)

a. Within last six months b. Within last year ☐a. ☐b.

c. Within last two years d. Structure essentially stable for some time ☐c. ☐d.

19. What individual or group was primarily responsible for initiating the particular governance recommendation which was adopted? (col. 33)

a. President b. Faculty leadership ☐a. ☐b.

c. Student leadership d. Joint committee ☐c. ☐d.

e. Trustee(s) f. Administrator(s) ☐e. ☐f.

20. Did the governing board (Trustees) adopt a policy enabling the formation of the governance system (or formally approve it in official action)? (col. 34)

a. Yes b. No ☐a. ☐b.

21. If you have a traditional Student Government, is it involved in the governance "participation mechanism" in a formal way? (col. 35)

a. Yes b. No ☐a. ☐b.

c. Not applicable (Elaborate, if you wish) ☐c.

Section III - Multiple Answer Selection. Please choose all responses which apply from among those provided and place a check mark in the corresponding box under the column headed "yes." Check "no" for answers which are not applicable. Each lettered item should be checked "yes" or "no" to the right.

(content)

	1	2	
	Yes	No	
Questions related to governing board			
22. Who may attend informal (restricted, but not executive) sessions?			
a. President	☐	☐	col. 36
b. Key administrative staff	☐	☐	37

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		1 Yes	2 No	col.
22.	Continued			
	c. Faculty representative(s)	☐	☐	38
	d. Student representative(s)	☐	☐	39
	e. Other (specify) _____	☐	☐	40
23.	Who, besides members, receive the agenda of public meetings?			
	a. President	☐	☐	41
	b. Key administrative staff	☐	☐	42
	c. Faculty leader(s)	☐	☐	43
	d. Student leader(s)	☐	☐	44
	e. Press	☐	☐	45
	f. Other (specify) _____	☐	☐	46
24.	How are decisions of the board communicated to college community (staff, faculty, students)?			
	a. Public press	☐	☐	47
	b. Campus newspaper	☐	☐	48
	c. Distribution of minutes	☐	☐	49
	d. Distribution of summarization of minutes	☐	☐	50
	e. Campus radio station	☐	☐	51
	f. Campus television	☐	☐	52
	g. Informal communication	☐	☐	53
25.	If you have a Manual of Board Policy (See question 15.), identify its distribution.			
	a. Trustees	☐	☐	54
	b. President	☐	☐	55
	c. Key administrative staff	☐	☐	56
		Yes	No	

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		1 Yes	2 No	col.
25.	Continued			
	d. Ali administrative staff	☐	☐	57
	e. Faculty leadership	☐	☐	58
	f. Student leadership	☐	☐	59
	g. Library	☐	☐	60
	h. Sponsor officials	☐	☐	61
	i. Other (specify) _____	☐	☐	62
26.	For which of the following categories do formally adopted written policies exist at your institution?			
	a. Faculty participation in policy-development	☐	☐	63
	b. Student participation in policy-development	☐	☐	64
	c. Participation of total college community in policy-development	☐	☐	65
	d. Conduct and Discipline	☐	☐	66
	e. Grievance Process	☐	☐	67
	f. Conflict of Interest	☐	☐	68
	g. Access to President	☐	☐	69
	h. Obstruction and Disruption	☐	☐	70
	i. Use of Law Enforcement authority	☐	☐	71
	j. Use of firearms	☐	☐	72
	k. Academic Freedom	☐	☐	73
	l. Controversial Issues	☐	☐	74
	m. Student Rights	☐	☐	75
	n. Student Publications	☐	☐	76
		Yes	No	

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key	cont.	col.
cc	p	1
csc	2	2
ic	_____	3-5

(office use only)

(content)

	1 Yes	2 No	col.
27. Board committees are:			
a. Executive	☐	☐	6
b. Community Relations	☐	☐	7
c. Finance	☐	☐	8
d. Personnel	☐	☐	9
e. Facilities or Buildings and Grounds	☐	☐	10
f. Policy	☐	☐	11
g. Legislation	☐	☐	12
h. Education or Curriculum	☐	☐	13
i. Student Life	☐	☐	14
j. Budget	☐	☐	15
k. Planning	☐	☐	16
l. Development	☐	☐	17
m. Other (specify) _____	☐	☐	18
28. Who regularly participates in trustee committee deliberations?			
a. President	☐	☐	19
b. Administrative staff	☐	☐	20
c. Faculty representative(s)	☐	☐	21
d. Student representative(s)	☐	☐	22
e. Alumni	☐	☐	23
f. Other (specify) _____	☐	☐	24

Questions related to governance mechanism
(If answer to question 16 is No, skip to question 32)

	Yes	No	
29. What constituencies are represented in the governance system?			
a. Administrators	☐	☐	25

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		1 Yes	2 No	col.
29.	Continued			
	b. Faculty	☐	☐	26
	c. Non-professional staff	☐	☐	27
	d. Students	☐	☐	28
	e. Alumni	☐	☐	29
	f. Other (specify) _____	☐	☐	30
30.	With regard to your specific mechanism, what role or roles does it play in policy-making?			
	a. Investigate	☐	☐	31
	b. Review	☐	☐	32
	c. Advise	☐	☐	33
	d. Initiate	☐	☐	34
	e. Formulate	☐	☐	35
	f. Recommend	☐	☐	36
	g. Approve	☐	☐	37
	h. Other (specify) _____	☐	☐	38
31.	How was the purpose, scope and process of the governance system communicated to the college community?			
	a. Presidential or other memo	☐	☐	39
	b. Student news media	☐	☐	40
	c. Distribution of governance constitution or by-laws	☐	☐	41
	d. College Assembly or Convocation	☐	☐	42
	e. Student Government	☐	☐	43
	f. Faculty Meeting	☐	☐	44
	g. Word of mouth	☐	☐	45
	h. No special effort made	☐	☐	46
		Yes	No	

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32. Other than the formal activities of the governing board and the in institutional governance system, what opportunities for informal or less structured contact have there been during 1970-71 between trustees and members of the college community?

		1 Yes	2 No	col.
a.	Presidential Search Committee	☐	☐	47
b.	Trustee Search Committee	☐	☐	48
c.	Faculty-Trustee dinner/social	☐	☐	49
d.	Trustee attendance at student social events	☐	☐	50
e.	Problem or issue-centered joint committee	☐	☐	51
f.	Facilities planning joint committee	☐	☐	52
g.	"Open House" joint committee	☐	☐	53
h.	Self-study joint committee	☐	☐	54
i.	Panel discussions, symposia, etc.	☐	☐	55
j.	Campus visitation	☐	☐	56
k.	Participation in in-service programs	☐	☐	57
l.	Other (specify) _____	☐	☐	58

Section IV

IMPORTANT:

Please provide, with your completed response to this questionnaire, the names and home or business addresses of the members (Trustees) of the institution's governing board (indicating by * who is Chairman), in one of the following formats:

- Typed list; or
- Pre-addressed mailing labels; or
- Pre-addressed envelopes.

Your cooperation is sincerely appreciated. For your information, a copy of the Trustee Questionnaire is enclosed.

(Optional response section follows)

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Section V - Brief Comment Invited. Use the provided space and/or attach any amplifying information desired in order to answer the following items. THIS SECTION IS OPTIONAL. Please do not hold questionnaire in order to prepare lengthy responses if it will mean significant delay in the return of the otherwise completed instrument.

- Briefly describe the nature, scope, and outcome of any activities (including the issues) involving confrontation, whether non-violent or violent, with students, faculty, administrators and trustees which concerned desired change in college policy. Restrict your answer to the period September, 1969 to the present and do not include "national issues" unless related to a specific concern within prerogative of local institution.

- As president, do you anticipate any significant changes in the broad sense of institutional governance or in the relationship between trustees and the other members of the college community in the near future? Please include any other comments about this study you wish to make.

COMMUNITY COLLEGE TRUSTEES AND THE PROCESS OF INSTITUTIONAL CHANGE

PHASE II - TRUSTEE DATA

TRUSTEE QUESTIONNAIRE

key	cont.	col.
cc	T	1
csc	1	2
ic_____		3-5

(office use only)

Directions:

No special pen or pencil is required. Questions are grouped by category and method of answer. Please feel free to insert qualifying information or comments adjacent to the question, at the page bottom, or on the blank page at the back.

Section I - Trustee Characteristics

Single Choice Selection. Please choose the one most accurate response from among those provided and place a check mark in the box at right which corresponds to the letter associated with the correct response.

1. Sex: a. Male b. Female

(col. 6) ☐a. ☐b.

2. Age last birthday:

a. 34 or under b. 35 to 44

c. 45 to 54 d. 55 to 64

e. 65 or over

(col. 7) ☐a. ☐b. ☐c. ☐d. ☐e.

3. What is your race?

a. Caucasian b. Afro-American

c. Spanish Surnamed American d. American Indian

e. Oriental American f. Other

(col. 8) ☐a. ☐b. ☐c. ☐d. ☐e. ☐f.

4. Please indicate highest level of formal education.

a. Junior High graduate b. High School graduate

c. Two-Year college grad. d. Baccalaurate

e. Master's degree f. Doctorate or professional level

(col. 9) ☐a. ☐b. ☐c. ☐d. ☐e. ☐f.

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cont.	col.
a - i (or 0)	10
j - r (or 0)	11

5. Indicate primary occupation by making one choice below. If retired, indicate former occupation.

a.	Accounting	b.	Agriculture	☐a. ☐b.
c.	The Arts	d.	Clergy	☐c. ☐d.
e.	Communications/ News Media	f.	Educational Administrator	☐e. ☐f.
g.	Engineering/Agriculture	h.	Health Professions	☐g. ☐h.
i.	Housewife	j.	Labor Official	☐i. ☐j.
k.	Legal Profession	l.	Managerial - executive in Business/Industry	☐k. ☐l.
m.	Managerial - executive in Govt./Public Admin.	n.	Proprietor, small business	☐m. ☐n.
o.	Sales	p.	Scientist	☐o. ☐p.
q.	Faculty member at institution	r.	Student at institution	☐q. ☐r.

Other ?

---

6. Please indicate your 1970 estimated income from all sources before taxes.

(col. 12)

a.	Less than $6,000	b.	$6,000 - $9,999	☐a. ☐b.
c.	$10,000 - $14,999	d.	$15,000 - $19,999	☐c. ☐d.
e.	$20,000 - $29,999	f.	$30,000 - $39,999	☐e. ☐f.
g.	$40,000 - $59,999	h.	$60,000 - $99,999	☐g. ☐h.
i.	$100,000 or more			☐i.

7. Religious affiliation?

(col. 13)

a.	Protestant	b.	Catholic	☐a. ☐b.
c.	Jewish	d.	Other religion	☐c. ☐d.
e.	No formal religion			☐e.

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8. Marital Status?

a. Single b. Married

c. Divorced d. Widowed

(col. 14)
☐a. ☐b.
☐c. ☐d.

9. Number of school age children?

a. None b. One

c. Two d. Three

e. Four f. More than four

(col. 15)
☐a. ☐b.
☐c. ☐d.
☐e. ☐f.

10. Were you born in a different state than the one in which you now reside?

a. Yes b. No

(col. 16)
☐a. ☐b.

11. What is your political party preference?

a. Republican b. Democrat

c. Independent d. Other

(col. 17)
☐a. ☐b.
☐c. ☐d.

12. Check the one of the following which best described your political philosophy.

a. Conservative b. Moderate

c. Liberal

(col. 18)
☐a. ☐b.
☐c.

13. How long have you been resident in the community served by the college on whose board you serve?

a. 1 - 3 years b. 4 - 6 years

c. 7 - 10 years d. More than 10 years

e. Lifetime

(col. 19)
☐a. ☐b.
☐c. ☐d.
☐e.

14. How long have you served as a trustee?

a. 1 - 2 years b. 3 - 4 years

c. 5 - 8 years d. More than 8 years

(col. 20)
☐a. ☐b.
☐c. ☐d.

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15. Are you presently serving on the board of another public institution or agency?

a. Yes b. No

(col. 21) ☐a. ☐b.

16. Prior to service on the college board, had you served as a member of the board of any other public institution or agency

a. Yes b. No

(col. 22) ☐a. ☐b.

17. Do you presently serve in an elective public office, or have you previously so served?

a. Yes b. No

(col. 23) ☐a. ☐b.

18. Have you ever attended a public two-year college?

a. Yes b. No

(col. 24) ☐a. ☐b.

19. Has any member of your family ever attended a public two-year college

a. Yes b. No

(col. 25) ☐a. ☐b.

20. Has your background included any experience as a teacher, faculty member or educational administrator?

a. Yes b. No

(col. 26) ☐a. ☐b.

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21. The following publications have been recommended by one or more authors for those interested and involved in two-year college education. Please note at the right the extent of your experience with each title.

Key: Column A - Have read
Column B - Know book, have not read it
Column C - Do not know book

		Have Read 1	Know, Not Read 2	Don't Know 3	col.
a.	AAHE, Faculty Participation in Academic Governance	☐	☐	☐	27
b.	Blocker, The Two-Year College: a Social Synthesis	☐	☐	☐	28
c.	Carnegie Commission, The Open Door Colleges; Policies for Community Colleges	☐	☐	☐	29
d.	Cohen and Roueche, Institutional Administrator or Educational Leader? The Junior College President	☐	☐	☐	30
e.	Corson, Governance of Colleges and Universities	☐	☐	☐	31
f.	Dennis and Kaufman, The College and the Student	☐	☐	☐	32
g.	Dodds, The Academic President: Educator or Caretaker	☐	☐	☐	33
h.	Evans, Resistance to Innovation in Higher Education	☐	☐	☐	34
i.	Gleazer, This is the Community College	☐	☐	☐	35
j.	Harlacher, The Community Dimension of the Community College	☐	☐	☐	36
k.	Jencks and Riesman, The Academic Revolution	☐	☐	☐	37
l.	McGrath, Universal Higher Education	☐	☐	☐	38
m.	Medsker, The Junior College: Progress and Prospect	☐	☐	☐	39
n.	Millett, The Academic Community, an Essay on Organization	☐	☐	☐	40
		1	2	3	

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21. Continued

		Have Read 1	Know, Not Read 2	Don't Know 3	col.
o.	Rauh, Trusteeship of Colleges and Universities	☐	☐	☐	41
p.	Scranton Commission, Report of the President's Commission on Campus Unrest	☐	☐	☐	42
q.	Venn, Man, Education and Work	☐	☐	☐	43
r.	Wilson, Emerging Patterns in American Higher Education	☐	☐	☐	44
		1	2	3	

22. Please note in the column to the right the extent to which you are familiar with the following periodicals.

Key: Column A - Read regularly
Column B - Read on occasion
Column C - Do not read

		Read 1	Read on Occasion 2	Do Not Read 3	col.
a.	AGB Reports	☐	☐	☐	45
b.	Atlantic Monthly	☐	☐	☐	46
c.	Chronicle of Higher Education	☐	☐	☐	47
d.	College and University Business	☐	☐	☐	48
e.	College Management	☐	☐	☐	49
f.	EPE 15-Minute Trustee Newsletter	☐	☐	☐	50
g.	Harpers Magazine	☐	☐	☐	51
h.	Junior College Journal	☐	☐	☐	52
i.	Life	☐	☐	☐	53
j.	Look	☐	☐	☐	54
k.	Newsweek	☐	☐	☐	55
		1	2	3	

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22. Continued

	Read 1	Read on Occasion 2	Do Not Read 3	col.
l. Readers' Digest	☐	☐	☐	56
m. Saturday Review	☐	☐	☐	57
n. Time	☐	☐	☐	58
o. U. S. News and World Report	☐	☐	☐	59
	1	2	3	

Section II - Trustee Attitudes - In General

23. Please indicate the extent of your agreement or disagreement with each of the following general statements regarding two-year colleges and American higher education.

	Strongly Agree 1	Agree 2	Can't say 3	Disagree 4	Strongly Disagree 5	col.
a. At least two years of post secondary education should be available to each young American who desires it.	☐	☐	☐	☐	☐	60
b. Admission to public community colleges should be granted to all who possess a secondary diploma or equivalency certificate.	☐	☐	☐	☐	☐	61
c. Enrollment restrictions due to lack of space should be decided only on the basis of residency and date of application.	☐	☐	☐	☐	☐	62
d. Public two-year colleges should, in general, offer comprehensive programs of College Parallel, Occupational, Remedial and Community Service courses.	☐	☐	☐	☐	☐	63
e. Organizationally, the local two-year college should be an extension of the public school system (13th and 14th grades) rather than considered part of the state's system of higher education.	☐	☐	☐	☐	☐	64
	1	2	3	4	5	

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23. Continued

		Strongly Agree 1	Agree 2	Can't say 3	Disagree 4	Strongly Disagree 5	col.
f.	As a part of American higher education, it is appropriate for public two-year colleges to be operated by a lay governing board elected or appointed on the local level.	☐	☐	☐	☐	☐	65
g.	The recent charge that college governing boards (trustees) lack "representativeness" of the community as a whole (regarding the membership of youth, women, minorities and certain occupations) is generally true.	☐	☐	☐	☐	☐	66
h.	However, the board on which I serve is quite representative of our community.	☐	☐	☐	☐	☐	67
i.	Board members have kept themselves too aloof from the staff, faculty and students of the colleges they direct. Communication and contact should be increased.	☐	☐	☐	☐	☐	68
j.	The college president should be the only channel of communication between the trustees and individuals in the college community.	☐	☐	☐	☐	☐	69
k.	The same principles of academic freedom which apply on the campus of the four year college and university should hold for the public community college.	1	2	3	4	5	
		☐	☐	☐	☐	☐	70
l.	The institution should be actively engaged in solving community social problems.	☐	☐	☐	☐	☐	71
m.	Teaching effectiveness, not research or publication, should be the primary criterion for employing and promoting faculty.	☐	☐	☐	☐	☐	72
n.	The institution should serve as a cultural center for the community it serves.	☐	☐	☐	☐	☐	73
o.	Collective bargaining by faculty is not an appropriate participation mechanism for the two-year college.	☐	☐	☐	☐	☐	74
p.	The Scranton Commission's analyses and recommendations regarding student protest are essentially sound.	☐	☐	☐	☐	☐	75
		1	2	3	4	5	

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23. Continued

		Strongly Agree	Agree	Can't say	Disagree	Strongly Disagree	col.
q.	Legitimate forms of protest should be defined on each campus and permitted as befits an institution in a free society.	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	76
r.	Illegitimate disruption or violent protest on campus should be dealt with firmly but with respect to due process.	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	77
s.	Students involved in illegal acts off campus should be punished by college authorities as well as civil authorities.	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	78

24. To what extent do you identify with the political or social philosophy of the individuals listed below.

key	cont.	col.
cc	T	1
csc	2	2
ic _____		3-5

(office use)

		Very Similar Views	Views more Similar than Dissimilar	Unable to say	Views more Dissimilar than Similar	Very Dissimilar Views	col.
		1	2	3	4	5	
a.	Spiro Agnew	☐	☐	☐	☐	☐	6
b.	William Buckley, Jr.	☐	☐	☐	☐	☐	7
c.	Eldridge Cleaver	☐	☐	☐	☐	☐	8
d.	William Fulbright	☐	☐	☐	☐	☐	9
e.	John Gardner	☐	☐	☐	☐	☐	10
f.	Hubert Humphrey	☐	☐	☐	☐	☐	11
g.	Edward Kennedy	☐	☐	☐	☐	☐	12
h.	John Lindsay	☐	☐	☐	☐	☐	13
i.	George McGovern	☐	☐	☐	☐	☐	14
j.	Edmund Muskie	☐	☐	☐	☐	☐	15
k.	Richard Nixon	☐	☐	☐	☐	☐	16
l.	Ronald Reagan	☐	☐	☐	☐	☐	17
m.	Nelson Rockefeller	☐	☐	☐	☐	☐	18
		1	2	3	4	5	

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24. Continued

		Very Similar Views 1	Views more Similar than Dissimilar 2	Unable to say 3	Views more Dissimilar than Similar 4	Very dissimilar Views 5	col.
n.	George Romney	☐	☐	☐	☐	☐	19
o.	Jerry Rubin	☐	☐	☐	☐	☐	20
p.	Bayard Rustin	☐	☐	☐	☐	☐	21
q.	William Scranton	☐	☐	☐	☐	☐	22
r.	George Wallace	☐	☐	☐	☐	☐	23
		1	2	3	4	5	

25. Many authorities in the field of higher education have articulated the need for significant changes in the organization and functioning of the collegiate educational process. Please indicate your agreement or disagreement with the proposed changes outlined below by means of the key used in question 23.

		Strongly Agree 1	Agree 2	Can't say 3	Disagree 4	Strongly Disagree 5	col.
a.	The membership of governing boards should be broadened to be more representative of the community as a whole.	☐	☐	☐	☐	☐	24
b.	Present legislation or regulations prohibiting a student or faculty member from serving on a board should be changed to permit such service.	☐	☐	☐	☐	☐	25
c.	With appropriate consideration for the role of the president, increased trustee involvement with students and faculty is advisable in such activities as joint committees, problem-solving task forces and social affairs.	☐	☐	☐	☐	☐	26
d.	Institutional governance structures should be developed or modified to permit wider participation in policy development by student and faculty representatives and individuals.	☐	☐	☐	☐	☐	27
e.	The use of innovative instructional methods and technology is to be encouraged.	☐	☐	☐	☐	☐	28
f.	Less and less emphasis should be placed on the traditional grading system.	☐	☐	☐	☐	☐	29
		1	2	3	4	5	

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	Strongly Agree	Agree	Can't say	Disagree	Strongly Disagree	col.
25. Continued						
g. More freedom should be granted to the individual student to build a curriculum geared to his needs.	☐	☐	☐	☐	☐	30
	1	2	3	4	5	
h. College facilities and organization should be developed to enhance good interpersonal relationships among students, faculty and staff.	☐	☐	☐	☐	☐	31
i. Collegiate institutions should become more accountable for their curriculum and budgetary decisions and for the quality of the educational product.	☐	☐	☐	☐	☐	32
j. The traditional roles of president and trustee may have to be adapted to complement changing conditions and participation levels.	☐	☐	☐	☐	☐	33
	1	2	3	4	5	

Section III - Opinions Specific to your Institution

26. There follow some examples of the type of decisions commonly made at community colleges. In those cases where you think the prime responsibility for the decisions should lie with one of the groups identified in the key, please so indicate by checking the one box associated with that group. If you feel that wider participation is needed on some of the questions, indicate who should participate by checking any or all of the boxes provided.

	Students	Faculty	Administration	Trustees	Community Elements	col.
	1	2	3	4	5	
a. Institution of new curricula.	☐	☐	☐	☐	☐	34
b. Adding or deleting particular courses.	☐	☐	☐	☐	☐	35
c. Faculty retention and promotion.	☐	☐	☐	☐	☐	36
d. Modification of the grading system.	☐	☐	☐	☐	☐	37
e. Establishing staff compensation rates.	☐	☐	☐	☐	☐	38
f. Awarding of tenure.	☐	☐	☐	☐	☐	39
g. Establishing regulations for the conduct of student activities.	☐	☐	☐	☐	☐	40
	1	2	3	4	5	

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		Students	Faculty	Administrators	Trustees	Community Elements	col.
		1	2	3	4	5	
26.	Continued						
h.	Instituting a student disciplinary code.	☐	☐	☐	☐	☐	41
i.	Administering a student disciplinary code.	☐	☐	☐	☐	☐	42
j.	Determining graduation requirements.	☐	☐	☐	☐	☐	43
k.	Setting admissions criteria and procedures.	☐	☐	☐	☐	☐	44
l.	Athletic policy.	☐	☐	☐	☐	☐	45
m.	Inviting controversial speakers.	☐	☐	☐	☐	☐	46
		1	2	3	4	5	
n.	Content and editorial opinion of student newspaper.	☐	☐	☐	☐	☐	47
o.	Student dress and grooming code.	☐	☐	☐	☐	☐	48
		1	2	3	4	5	
27.	Is the present model of governance (relationship to state and local government) for your institution satisfactory? Example: District Pattern vs State Level Control						
	a. Yes b. No		☐ a.		☐ b.		(col. 49)
28.	If yes, why? If not, why not? (brief phrase)						
	_____						
	_____						
29.	Is the present method of financing (source and distribution of revenue) satisfactory?						
	a. Yes b. No		☐ a.		☐ b.		(col. 50)
30.	If yes, why? If not, why not? (brief phrase)						
	_____						
	_____						

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31. If the institutional governance system has undergone recent revision, have you perceived substantive improvements as a result of these arrangements?

a. Yes b. No

c. Not applicable

☐a. ☐b. (col. 51)

☐c.

Section IV - Opinions on the Role of the President

32. Some writers have recently charged that the function of the two-year college president could be more accurately described as "headship" rather than "leadership." Further, that because of an emphasis on board/community relations, fiscal management, facility planning and chief executive administrative duties, <u>educational leadership</u> in instructional innovation and improved teaching/learning (theoretically the hallmark of the community college) was not getting deserved attention. Please indicate, in the manner of questions 23 and 25, the extent of your agreement or disagreement with the following statements.

	Strongly Agree	Agree	Can't say	Disagree	Strongly Disagree	col.
	1	2	3	4	5	
a. "The educational leader in the two-year college would likely be a change agent. He would be dissatisfied with the status quo, he would constantly evaluate goals and objectives and take the lead in modifying them. He "is committed to improved education (increased student learning) in his institution."	☐	☐	☐	☐	☐	52
b. Educational leadership, as described above, is presently an accepted function of the two-year college president.	☐	☐	☐	☐	☐	53
c. Educational leadership should be required as a major function of the two-year college president.	☐	☐	☐	☐	☐	54
d. Trustees should require budget requests and facility plans to be related to improved learning.	☐	☐	☐	☐	☐	55
	1	2	3	4	5	

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32. Continued

	Strongly Agree 1	Agree 2	Can't say 3	Disagree 4	Strongly Disagree 5	col.
e. Trustees should support the president's delegation of fiscal management or other responsibilities to others on the staff, thus giving him more time to devote to educational management.	☐	☐	☐	☐	☐	56
f. Trustees should encourage experimentation and tolerate occasional failure.	☐	☐	☐	☐	☐	57
g. Trustees should hold the president accountable for establishing an orderly and participatory mechanism for evaluating and recommending proposed educational change.	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	58

Section V - Activities as a Trustee

33. How many hours per month do you spend on the average at trustee-related responsibilities?

a. One to five ☐a. b. Six to ten ☐b. (col. 59)

c. Eleven to twenty ☐c. d. Twenty-one to thirty ☐d.

e. More than thirty ☐e.

34. Listed below are a series of items commonly requiring the attention of community college trustees. Using your experience of the past year to gaina perspective, estimate the degree of attention (on the whole) your board gives to each of these matters in relation to the others.

	Greatest Attention 1	More Attention 2	Average Attention 3	Less Attention 4	Little Attention 5	No Attention 6	col.
a. General Administration	☐	☐	☐	☐	☐	☐	60
b. Personnel Matters	☐	☐	☐	☐	☐	☐	61
c. Educational Program	☐	☐	☐	☐	☐	☐	62
d. Student Life	☐	☐	☐	☐	☐	☐	63
e. Finance	☐	☐	☐	☐	☐	☐	64
f. Facilities	☐	☐	☐	☐	☐	☐	65
g. Community Relations	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	66

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THE FOLLOWING QUESTIONS ARE OPTIONAL - We realize that trustees are busy people and appreciate your participation thus far. If responding to the narrative questions will mean a significant delay in returning the otherwise completed instrument, do not hesitate to return it today and accept our thanks.

35. "Determining institutional purpose" is commonly held to be an important trustee responsibility. In mature institutions, reassessment of purpose is considered periodically necessary to provide for renewal and growth. Please indicate your involvement, if any, in this type of activity during your present term of office by inserting a brief statement below.

_____

_____

36. Another often cited trustee responsibility is "protecting the institution" and its faculty and staff from unwarranted personal attacks and from the activities of pressure groups both internal and external. Please briefly describe the extent of your experience, if any, in dealing with confrontations arising as a result of controversial issues or questions of academic freedom.

_____

_____

37. One of the more difficult functions of a governing board is to serve as a "court of last resort" to resolve problems, generally in the area of personnel grievances, which could not be redressed through regular administrative channels. If the board on which you serve has so functioned, in the past several years, please outline the nature of the situation.

_____

_____

Your cooperation in completing and returning this questionnaire is deeply appreciated. Please feel free to add amplifying information or to comment in any way upon this study in the space provided below or on the reverse of the sheet.

UNIVERSITY OF CALIF.
LOS ANGELES

APR 02 1973

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION